AMENDED IN SENATE MARCH 10, 2006 AMENDED IN ASSEMBLY MAY 31, 2005 AMENDED IN ASSEMBLY APRIL 7, 2005

CALIFORNIA LEGISLATURE—2005-06 REGULAR SESSION

ASSEMBLY BILL

No. 1407

Introduced by Assembly Member Oropeza Lieber

February 22, 2005

An act relating to the environment. An act to amend Section 30914.5 of the Streets and Highways Code, and to amend Section 5205.5 of the Vehicle Code, relating to transportation.

LEGISLATIVE COUNSEL'S DIGEST

AB 1407, as amended, Oropeza Lieber. Off-road diesel fuel. State-owned Bay Area toll bridges.

(1) Existing law specifies the respective powers and duties of the Bay Area Toll Authority and the Department of Transportation relative to the operation of the state-owned Bay Area toll bridges and the allocation of toll bridge revenues. Existing law establishes an expenditure plan that includes a project list for the toll revenues derived from increasing the bridge tolls from \$2 to \$3.

This bill would modify certain of the duties required of local and regional agencies relative to that expenditure plan, thereby imposing a state-mandated local program.

(2) Existing law provides for the Department of Transportation to designate certain lanes for exclusive use of buses and high-occupancy vehicles (HOVs), which lanes may also be used by certain low-emission and hybrid vehicles displaying a valid identifier issued by the Department of Motor Vehicles until January 1, 2008. Existing

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law authorizes, but does not require, the Bay Area Toll Authority to grant toll-free and reduced-rate passage on the state-owned Bay Area toll bridges to buses and specified carpool vehicles. Existing law requires access to HOV lanes leading to the bridges to be extended to certain low-emission vehicles and hybrid vehicles displaying the identifier issued by the Department of Motor Vehicles, subject to various conditions.

This bill would revise those conditions to specify that an owner of a hybrid vehicle registered in the 9-county Bay Area who seeks the vehicle identifier in order to use the preferential HOV lanes leading to the state-owned toll bridges is also required to obtain and maintain an active account in the automated toll payment system for the purpose of paying tolls if the vehicle is not operating with the number of passengers otherwise required for toll-free or reduced-rate passage on those bridges.

(3) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Under the Diesel Fuel Tax Law, a tax is imposed on the removal of diesel fuel from various storages, as specified.

This bill would require, on or before March 1, 2006, the State Air Resources Board to report to the Legislature on the efficacy of imposing a fee of 5¢ per gallon of off-road diesel fuel as a means of generating revenue to fund projects that mitigate the past, present, and future harm to public health resulting from off-road diesel fuel in the state. The bill would also make findings and declarations relating to air quality and diesel exhaust.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: no-yes.

The people of the State of California do enact as follows:

- SECTION 1. Section 30914.5 of the Streets and Highways
- Code is amended to read:

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30914.5. (a) Prior to the allocation of revenue for transit operating assistance under subdivision (d) of Section 30914, the Metropolitan Transportation Commission shall adopt performance measures related to fare-box recovery, ridership, and other performance measures as needed. The performance measures shall be developed in consultation with the affected transit operators and the commission's advisory council.

- (b) The Metropolitan Transportation Commission shall execute an operating agreement with the sponsors of the projects described in subdivision (d) of Section 30914. This agreement shall include, at a minimum, a fully funded operating plan that conforms to and is consistent with the adopted performance measures. The agreement shall also include a schedule of projected fare revenues or other operating revenues to indicate that the service is viable in the near-term and is expected to meet the adopted performance measures in future years. For any individual project sponsor, this operating agreement may include additional requirements, as determined by the commission, to be met prior to the allocation of transit assistance under subdivision (d) of Section 30914.
- (c) Prior to the annual allocation of transit operating assistance funds by the Metropolitan Transportation Commission pursuant to subdivision (d) of Section 30914, the Metropolitan Transportation Commission shall conduct, or shall require the sponsoring agency to conduct, an independent audit that contains audited financial information, including an opinion on the status and cost of the project and its compliance with the approved performance measures. Notwithstanding this requirement, each operator shall be given a one-year trial period to operate new service. In the first year of new service, the sponsor shall develop a reporting and accounting structure for the performance measures. Commencing with the third operating year, sponsors shall be subject to the approved performance measures.
- (d) The Metropolitan Transportation Commission shall adopt a regional transit connectivity plan by May 1, 2006. The connectivity plan shall be incorporated into the commission's Transit Coordination Implementation Plan pursuant to Section 66516.5 of the Government Code. The connectivity plan shall require operators to comply with the plan utilizing commission authority pursuant to Section 66516.5 of the Government Code.

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The commission shall consult with the Partnership Transit Coordination Council in developing a plan that identifies and 3 evaluates opportunities for improving transit connectivity and 4 shall include, but not be limited to, the following components:

- (1) A network of key transit hubs connecting regional rapid transit services to one another, and to feeder transit services. "Regional rapid transit" means long-haul transit service that crosses county lines, and operates mostly in dedicated rights-of-way, including freeway high-occupancy vehicle lanes, crossing a bridge, or on the bay. The identified transit hubs shall operate either as a timed transfer network or as pulsed hub connections, providing regularly scheduled connections between two or more transit lines.
- (2) Physical infrastructure and right-of-way improvements necessary to improve system reliability and connections at transit hubs. Physical infrastructure improvements may include, but are not limited to, improved rail-to-rail transfer facilities, including cross-platform transfers, and intermodal transit improvements that facilitate rail-to-bus, rail-to-ferry, ferry-to-ferry, ferry-to-bus, and bus-to-bus transfers. Capital improvements identified in the plan shall be eligible for funding in the commission's regional transportation plan.
- (3) Regional standards and procedures to ensure maximum coordination of schedule connections to minimize transfer times between transit lines at key transit hubs, including, but not limited to, the following:
 - (A) Policies and procedures for improved fare collection.
- (B) Enhanced trip-planning services, including Internet-based programs, telephone information systems, and printed schedules.
- (C) Enhanced schedule coordination through implementation of real-time transit-vehicle location systems that facilitate communication between systems and result in improved timed transfers between routes.
- (D) Performance measures and data collection to monitor the performance of the connectivity plan.

The connectivity plan shall focus on, but not be limited to, feeder transit lines connecting to regional rapid transit services, and the connection of regional rapid transit services to one another. The connectivity plan shall be adopted following a Metropolitan Transportation Commission public hearing at least _5_ AB 1407

60 days prior to adoption. The commission shall adopt performance measures and collect appropriate data to monitor the performance of the connectivity plan. The plan shall be evaluated every three years by the commission as part of the update to its regional transportation plan. No agency shall be eligible to receive funds under this section unless the agency is a participant operator in the commission's regional transit connectivity plan.

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The provisions of this subdivision shall only be effective if the voters approve the toll increase as set forth in Section 30921, and the expenditures incurred by the Metropolitan Transportation Commission up to five hundred thousand dollars (\$500,000) that are related to the requirements of this subdivision, including any study, shall be reimbursed from toll revenues identified in paragraph (33) of subdivision (c) of Section 30914.

(e) The TransLink Consortium, per the TransLink Interagency Participation Agreement, shall by July 1, 2007, develop a plan for an integrated fare program covering all regional rapid transit trips funded in full or in part by this section. "Regional rapid transit" means long-haul transit services that cross county lines, and operate mostly in dedicated rights-of-way, including freeway high-occupancy vehicle lanes, crossing a bridge, or on the bay. Interregional rail services, originating or terminating from outside the Bay Area, shall not be considered regional rapid transit. The purpose of the integrated fare program is to encourage greater use of the region's transit network by making it easier and less costly for transit riders whose regular commute involves multizonal travel and may involve the transfer between two or more transit agencies, including regional-to-regional and regional-to-local transfers. The integrated fare program shall include a zonal fare system for the sole purpose of creating a monthly zonal pass (monthly pass), allowing for unlimited or discounted fares for transit riders making a minimum number of monthly transit trips between two or more zones. The number of minimum trips shall be established by the plan. The integrated fare program shall not apply to fare structures that are not purchased on a monthly basis. For the purposes of these zonal fares, geographic zones shall be created in the Bay Area. To the extent practical, zone boundaries for overlapping systems shall be in the same places and shall correspond to the boundaries of the local transit service areas. A regional rapid transit zone may

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cover more than one local service area, or may subdivide an existing local service area. The monthly pass shall be created in at least the following two forms:

- (1) For the use of interzonal regional rapid transit trips without local transit discounts.
- (2) For the use of interzonal regional rapid transit trips with local transit discounts. The plan may recommend the elimination of existing transit pass arrangements to simplify the marketing of the monthly pass. The integrated fare program shall establish a monitoring program to evaluate the impact of the integrated fare program on the operating finances of the participating agencies. The integrated fare program shall be adjusted as necessary to ensure that the program does not jeopardize the viability of local or regional rapid transit routes impacted by the program, and to the extent feasible, provide an equitable revenue-sharing arrangement among the participating agencies. This subdivision shall only be effective if the voters approve the toll increase as set forth in Section 30921, and any expenditures related to the implementation of this subdivision incurred by the TransLink Consortium shall be reimbursed by toll revenues designated in paragraph (34) of subdivision (c) of Section 30914.
- (f) The Metropolitan Transportation Commission (MTC) shall, by July 1 September 29, 2007, adopt a Bay Area Regional Rail Plan (plan) for the development of passenger rail services in the San Francisco Bay Area over the short, medium, and long term. Up to six million dollars (\$6,000,000) of the funds described in paragraph (33) of subdivision (c) of Section 30914 may be expended by MTC, the San Francisco Bay Area Rapid Transit District (BART), and the Peninsula Corridor Joint Powers Board (Caltrain) for the plan. A project management team comprised of staff from MTC, Caltrain, the High-Speed Rail Authority, and BART shall provide day-to-day project management of the technical development of the plan. The plan shall formulate strategies to integrate passenger rail systems, improve interfaces with connecting services, expand the regional rapid transit network, and coordinate investments with transit-supportive land use. The plan shall be governed directed by a steering committee consisting of appointees from the Department of Transportation (Caltrans), the San Francisco Bay Area Rapid Transit District (BART) BART, Caltrain, the National Railroad Passenger

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2 Authority, the Altamont Commuter Express, the High-Speed Rail 3 Authority, the Metropolitan Transportation Commission (MTC) 4 MTC, the Sonoma-Marin Area Rail Transit District (SMART), 5 the Santa Clara Valley Transportation Authority, the Solano 6 Transportation Authority, the Association of Bay Area 7 Governments, the Transbay Joint Powers Authority, the Port of 8 Oakland, the Alameda County Congestion Management Agency, the Contra Costa Transportation Authority, the Transportation Authority of Marin, the Napa County Transportation Planning 10 Agency, the San Francisco County Transportation Authority, the 11 12 San Mateo City-County Association of Governments, and the 13 owners of standard gauge rail. Congestion management agencies 14 and other agencies as determined by the steering committee shall 15 be invited as nonvoting members. Under policy guidance direction from the steering committee and with input from Bay 16 17 Area transit agencies, Caltrain, and BART shall provide 18 day-to-day management and technical support for the

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limited to, all of the following:

(1) Identification of issues in connectivity, access, capacity, operations and cost-effectiveness.

development of this plan MTC shall act as the fiscal agent for the

study and oversee consultant contracts on behalf of the project

management team. The plan proposals shall be evaluated using

cost-effectiveness, regional network connectivity, and capital and

operating financial stability. Additional performance criteria shall

be developed as necessary. The plan shall include, but not be

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- (2) Identification of opportunities to enhance rail connectivity and to maximize passenger convenience when transferring between systems, including the study of the feasibility and construction of an intermodal transfer hub at Niles (Shinn Street) Junction.
- (3) Recommendation of improvements to the interface with shuttles, buses, other rail systems, and other feeder modes.
- (4) Identification of potential impacts on capacity constraints and operations on existing passenger and freight carriers.
- 39 (5) Identification of bottlenecks where added capacity could 40 cost-effectively increase performance.

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(6) Recommendation of potential efficiency improvements through economies of scale, such as through joint vehicle procurement and maintenance facilities.

- (7) Recommendation of strategies to acquire right-of-way and station property to preserve future service options.
- (8) Identification of potential capital and operating funding sources for proposed actions.
- (9) Identification of locations where the presence of passenger rail could stimulate redevelopment and thereby direct growth to the urban core.
- (10) Recommendation of technology appropriate service expansion in specific corridors. Technologies to be considered include conventional rail transit modes, bus rapid transit, and emerging rail technologies. Identify phasing strategies for the implementation of rail services where appropriate.
- (11) Examination of how recommendations would integrate with proposed high-speed rail to the Central Valley and southern California. Up to two million five hundred thousand dollars (\$2,500,000) of the funds described in paragraph (33) of subdivision (c) of Section 30914 may be expended by the Metropolitan Transportation Commission and the High-Speed Rail Authority to study Bay Area access to the high-speed rail system. Up to five hundred thousand dollars (\$500,000) of the funds described in paragraph (33) of subdivision (c) of Section 30914 may be expended by the Metropolitan Transportation Commission and the High-Speed Rail Authority to study the feasibility and construction of an intermodal transfer hub at Niles (Shinn Street) Junction. The Metropolitan Transportation Commission and the High-Speed Rail Authority, or its successor, shall collaborate with a steering committee in conducting these studies. The intent of this element of the study is to reduce the number of alternatives that the High-Speed Rail Authority would need to evaluate as part of any follow-on environmental assessment of future high-speed rail system access to the Bay Area. Selection of a preferred alignment for the Bay Area shall remain the responsibility of the High-Speed Rail Authority pursuant to Section 185032 of the Public Utilities Code.
- (12) Recommendation of a governance strategy to implement and operate future regional rapid transit rail services.

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This subdivision shall only be effective if the voters approve the toll increase as set forth in Section 30921. Any expenditures incurred by the Metropolitan Transportation Commission or the project sponsors identified in paragraph (33) of subdivision (c) of Section 30914 related to the requirements of this subdivision, including any study and administration, shall be appropriate charges against toll revenue to be reimbursed from toll revenues.

- SEC. 2. Section 5205.5 of the Vehicle Code is amended to read:
- 5205.5. (a) For the purposes of implementing Section 21655.9, the department shall make available for issuance, for a fee determined by the department to be sufficient to reimburse the department for the actual costs incurred pursuant to this section, distinctive decals, labels, and other identifiers that clearly distinguish the following vehicles from other vehicles:
- (1) A vehicle that meets California's super ultra-low emission vehicle (SULEV) standard for exhaust emissions and the federal inherently low-emission vehicle (ILEV) evaporative emission standard, as defined in Part 88 (commencing with Section 88.101-94) of Title 40 of the Code of Federal Regulations.
- (2) A vehicle that was produced during the 2004 model year or earlier and meets California ultra-low emission vehicle (ULEV) standard for exhaust emissions and the federal ILEV standard.
- (3) A hybrid vehicle or an alternative fuel vehicle that meets California's advanced technology partial zero-emission vehicle (AT PZEV) standard for criteria pollutant emissions and has a 45 miles per gallon or greater fuel economy highway rating.
- (4) A hybrid vehicle that was produced during the 2004 model year or earlier and has a 45 miles per gallon or greater fuel economy highway rating, and meets California's ultra-low emission vehicle (ULEV), super ultra-low emission vehicle (SULEV), or partial zero-emission vehicle (PZEV) standards.
- (b) Neither an owner of a hybrid vehicle that meets the AT PZEV standard, with the exception of a vehicle that meets the federal ILEV standard, nor an owner of a hybrid vehicle described in paragraph (4) of subdivision (a), is entitled to a decal, label, or other identifier pursuant to this section unless, and until, the federal government acts to approve the use of high-occupancy vehicle lanes by vehicles of the types identified

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in paragraph (3) or (4) of subdivision (a), regardless of the
number of occupants.
(c) The department shall include a summary of the provisions

- (c) The department shall include a summary of the provisions of this section on each motor vehicle registration renewal notice, or on a separate insert, if space is available and the summary can be included without incurring additional printing or postage costs.
- (d) The Department of Transportation shall remove individual high-occupancy vehicle (HOV) lanes, or portions of those lanes, during periods of peak congestion from the access provisions provided in subdivision (a), following a finding by the Department of Transportation as follows:
- (1) The lane, or portion thereof, exceeds a level of service C, as discussed in subdivision (b) of Section 65089 of the Government Code.
- (2) The operation or projected operation of the vehicles described in subdivision (a) in these lanes, or portions thereof, will significantly increase congestion.

The finding also shall demonstrate the infeasibility of alleviating the congestion by other means, including, but not limited to, reducing the use of the lane by noneligible vehicles, or further increasing vehicle occupancy.

- (e) The State Air Resources Board shall publish and maintain a listing of all vehicles eligible for participation in the programs described in this section. The board shall provide that listing to the department.
- (f) For purposes of subdivision (a), the Department of the California Highway Patrol and the department, in consultation with the Department of Transportation, shall design and specify the placement of the decal, label, or other identifier on the vehicle. Each decal, label, or other identifier issued for a vehicle shall display a unique number, which number shall be printed on, or affixed to, the vehicle registration.
- (g) (1) For purposes of subdivision (a), the department shall issue no more than 75,000 distinctive decals, labels, or other identifiers that clearly distinguish the vehicles specified in paragraphs (3) and (4) of subdivision (a).
- (2) The department shall notify the Department of Transportation immediately after the date on which the department has issued 50,000 decals, labels, and other identifiers

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under this section for the vehicles described in paragraphs (3)
and (4) of subdivision (a).

- (3) The Department of Transportation shall determine whether significant high-occupancy vehicle lane breakdown has occurred throughout the state, in accordance with the following timeline:
- (A) For lanes that are nearing capacity, the Department of Transportation shall make the determination not later than 90 days after the date provided by the department under paragraph (2).
- 10 (B) For lanes that are not nearing capacity, the Department of
 11 Transportation shall make the determination not later than 180
 12 days after the date provided by the department under paragraph
 13 (2).
 - (4) In making the determination that significant high-occupancy vehicle lane breakdown has occurred, the Department of Transportation shall consider the following factors in the HOV lane:
 - (A) Reduction in level of service.

- (B) Sustained stop-and-go conditions.
- 20 (C) Slower than average speed than the adjacent mixed flow 21 lanes.
 - (D) Consistent increase in travel time.
 - (5) After making the determinations pursuant to subparagraphs (A) and (B) of paragraph (3), if the Department of Transportation determines that significant high-occupancy vehicle lane breakdown has occurred throughout the state, the Department of Transportation shall immediately notify the department of that determination, and the department, on the date of receiving that notification, shall discontinue issuing the decals, labels, or other identifiers for the vehicles described in paragraphs (3) and (4) of subdivision (a).
 - (h) If the Metropolitan Transportation Commission, serving as the Bay Area Toll Authority, grants toll-free and reduced-rate passage on toll bridges under its jurisdiction to any vehicle pursuant to Section 30102.5 of the Streets and Highways Code, it shall also grant the same toll-free and reduced-rate passage to a vehicle displaying an identifier issued by the department pursuant to paragraph (1) or (2) of subdivision (a) and to a vehicle displaying a valid identifier issued by the department

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1 pursuant to paragraph (3) or (4) of subdivision (a) if either of the following apply:

- (1) The *the* vehicle is registered to an address outside of the region identified in Section 66502 of the Government Code.
- (2) If the vehicle is registered to an address inside the region, the owner of the vehicle complies with subdivision (i) unless subdivision (j) is applicable.
- (i) An owner of a vehicle specified in paragraph (3) or (4) of subdivision (a) whose vehicle is registered to an address in the region identified in Section 66502 of the Government Code and who seeks a vehicle identifier under subdivision (a) in order to have access to a high-occupancy vehicle lane leading to a toll bridge within the jurisdiction of the Bay Area Toll Authority shall obtain an do both of the following:
- (1) Obtain and maintain an active account to operate within the automatic vehicle identification system described in Section 27565 of the Streets and Highways Code and shall submit to the department a form, approved by the department and issued by the Bay Area Toll Authority, that contains the vehicle owner's name, the license plate number and vehicle identification number of the vehicle, the vehicle make and year model, and the automatic vehicle identification system account number, as a condition to obtaining a vehicle identifier pursuant to subdivision (a) that allows for the use of that vehicle in high-occupancy vehicle lanes regardless of the number of occupants.
- (2) Be eligible for toll-free or reduced-rate passage on toll bridges within the jurisdiction of the Bay Area Toll Authority only if, at time of passage, the vehicle meets the passenger occupancy rate requirement established for that toll-free or reduced-rate passage.
- (j) If the automatic vehicle identification system readers on all high-occupancy vehicle lanes on all of the toll bridges identified in subdivision (a) of Section 30910 of the Streets and Highways Code are not fully operational and fully funded with bridge tolls controlled by the Bay Area Toll Authority within 90 days of the federal government approval described in subdivision (b), then subdivision (i) shall not be applicable and both of the following shall apply:
- (1) The Metropolitan Transportation Commission, acting as the Bay Area Toll Authority, shall grant toll-free and

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reduced-rate passage to all vehicles displaying an identifier issued by the department pursuant to subdivision (a).

(2) The department shall not require documentation that the owner of a vehicle registered to an address in the region identified in Section 66502 of the Government Code has obtained an automatic vehicle identification system account as a condition to the issuance of an identifier under subdivision (a).

(k)

- (j) This section shall remain in effect only until January 1, 2008, and as of that date is repealed, unless a later enacted statute, that is enacted before January 1, 2008, deletes or extends that date.
- SEC. 3. If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.

SECTION 1. The Legislature finds and declares all of the following:

- (a) Diesel exhaust is a mixture of smog-forming pollutants, particulate matter (PM), nitrogen oxides (NOx), and other toxic contaminants, such as arsenic, cadmium, dioxin, and mercury.
- (b) Diesel exhaust particles can cause or exacerbate a wide variety of health problems, including asthma and other respiratory ailments, and has been linked to cancer and premature death.
- (c) Studies indicate that California is the nation's largest source of pollution from PM and NOx emissions from off-highway diesel use, with Los Angeles ranking as the number one metropolitan area with the worst off-road diesel air pollution in the country.
- (d) Off-road diesel engine equipment located in California ports, construction sites, agricultural areas, and railyards are amongst the least regulated sources of diesel pollution.
- (e) Many low-income residents and communities of color live in urban and rural areas directly adjacent to port, rail, agricultural, and construction activities and bear disproportionate levels of concentrated diesel-based air pollution.
- (f) Air quality in the South Coast Air Basin, the San Joaquin Valley, and the Sacramento Valley violate the federal one-hour

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ozone standard for PM 10. Failure to meet these federal
 requirements can jeopardize California's share of transportation
 dollars.

- (g) The Carl Moyer Memorial Air Standards Attainment Program funds the incremental cost of cleaner than required engines and equipment in order to significantly reduce NOx and PM from off-road diesel equipment. The reductions provided by this program are critical and necessary for California to meet its federal clean air commitments.
- (h) To clean up current diesel fuel-related pollution and to protect against further contamination, it is necessary to maintain and direct stable funding to programs that reduce air pollution from off-road diesel sources.
- (i) Under the Diesel Fuel Tax Law, off-road diesel fuel is exempt from the existing eighteen cents (\$0.18) state excise tax on diesel fuel.
- (j) A fee of five cents (\$0.05) per gallon of off-road diesel fuel should be studied by the State Air Resources Board pursuant to this act to determine whether a levy of that amount is proportionate to the harm resulting from off-road diesel pollution within the state and is a fair and reasonable means to mitigate the past, present, and future harm to public health resulting from off-road diesel fuel in the state.
- SEC. 2. On or before March 1, 2006, the State Air Resources Board shall report to the Legislature on the efficacy of imposing a fee of five cents (\$0.05) per gallon of off-road diesel fuel as a means of generating revenue to fund projects that mitigate the past, present, and future harm to public health resulting from off-road diesel fuel in the state.